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METROPOLITAN TORONTO AND REGION TRANSPORTATION STUDY

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PROSPECTUS

Metropolitan Toronto and Region Transportation Study

DATA OR CONCEPTS

PROSPECTUS

for

METROPOLITAN TORONTO AND REGION TRANSPORTATION STUDY

submitted to

Members of Executive Committee

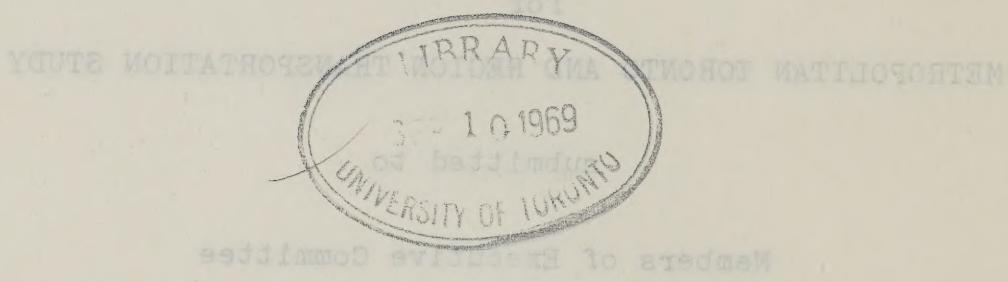
in conformity with
Order-in-Council No. 4092/62

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PROSPECTUS

Metropolitan Toronto and Region Transportation Study

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Copy of an Order-in-Council approved by His Honour the Lieutenant-Governor, dated the 18th day of December, A.D., 1962.

Upon the recommendation of the Honourable, the Minister of Transport, the Committee of Council advise that the formation of a committee to study and report on an overall transportation policy for Metropolitan Toronto and surrounding municipalities. The committee shall be made up as follows: -

Executive Committee

- | | |
|---------------|---|
| Chairman | - The Honourable C.S. MacNaughton,
Minister of Highways. |
| Vice-Chairman | - The Honourable J.A.C. Auld,
Minister of Transport. |
| Members | - The Honourable J.W. Spooner,
Minister of Municipal Affairs.

- Mr. W.R. Allen, Q.C., Chairman
Municipality of Metropolitan Toronto. |

Technical, Advisory and Co-ordinating Committee

- | | | |
|---------------|---------------------|---|
| Chairman | - Mr. R.D. Cowley | Dept. of Transport |
| Vice-Chairman | - Mr. W.Q. Macnee | Dept. of Highways |
| Members | - Mr. A.L.S. Nash | Dept. of Municipal Affairs |
| | - Mr. E. Comay | Municipality of
Metropolitan Toronto |
| | - Mr. G.O. Grant | Municipality of
Metropolitan Toronto |
| | - Mr. W.E.P. Duncan | Toronto Transit
Commission |
| | - Mr. E. Wynne | Canadian National
Railways |
| | - Mr. G.W. Miller | Canadian Pacific
Railway |

The Executive Committee shall have authority to add members to or delete members from the Technical, Advisory and Co-ordinating Committee and to appoint sub-committees.

The expenses of the committee incurred in respect of the establishment of a committee secretariat, the payment of travelling expenses and consultant fees shall be paid under Vote 2001, Item 6, of the estimates of the Department of Transport.

Certified,

J.J. Young (signed)
Clerk, Executive Council.



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I INTRODUCTION

Metropolitan Toronto, as the largest urban community in Ontario, is the centre for many commercial, industrial and governmental activities extending over large parts of the province and beyond. It is also the heart of an interlocking network of transportation routes within a large region. Across this region persons journey to work, goods are transported to market and between stages in industrial processes. Other urban centres exert their attractions for movement throughout the region. As demands for transportation increase, the various transportation systems in this region interact and overlap.

To some degree these conditions can be duplicated in all of the metropolitan communities in Ontario. Since World War II this region and similar areas have undergone unprecedented growth featured by the spreading use of land for urban purposes. As industry and residences spread, transportation problems have increased accordingly. This rate of growth can be expected to continue.

In recent years there have been, in this region, massive capital investments in transportation facilities, including rapid transit lines, deep-sea ports, pipelines, jet-air terminals, freeways and railway facilities. Motor vehicles have assumed increasing importance as a means of private transportation and peak hour volumes have necessitated heavy investment in traffic facilities. The major agencies are conducting extensive research and planning into their future transportation requirements. For example, Metropolitan Toronto has completed its transportation research studies and is about to present its long range plan for the planning area. Further, the decentralization of the assembly of rail freight has created a potential commuter system. Also, the Department of Highways projects an extensive freeway network. Certain questions arise concerning these future transportation developments.

What will be the effect of such plans upon the future state of the entire region?

Do these plans provide the best overall transportation system for the region?

Is a less costly means of peak-hour transportation available?

Is it possible to use available railway facilities for commuter movements?

Has a proper balance of the different types of transportation been considered?

In December, 1962, to obtain answers to these questions, the Provincial Government passed Order-in-Council number 4092/62 authorizing the formation of a".... committee to study and report on an overall transportation policy for Metropolitan Toronto and surrounding municipalities". An Executive Committee and a Technical Advisory Committee were formed. The members are listed on the preceeding pages.

This Prospectus is presented as a recommendation for a transportation study of this region, which, it is expected, will assist in considering similar problems throughout Ontario. At this preliminary stage, this report consists of a consolidation of existing information and concepts and will indicate the initial objectives and character of the study. Further progress will reveal new requirements and will likely lead to revised study components and goals.

II REGION TO BE STUDIED

The study area has been described in a preliminary fashion as being roughly within the area bounded by Hamilton, Guelph, Barrie, Oshawa and Lake Ontario. This area is shown in Appendix B, page 21, and for present purposes this area can be considered as the extreme limits of any investigations. This region includes the Counties of Halton, Peel, York, most of Ontario, and the southern part of Simcoe County.

The post war years saw the area under consideration grow in population very rapidly, doubling between the years 1941 and 1961. For the most part this development has taken place within Metropolitan Toronto and otherwise has followed the traditional inverted T-pattern along the shore of Lake Ontario and up the Highway No. 11 corridor. Listed below are some statistics describing this region.

Size of Region

This involves between 3000 and 3500 square miles with a maximum north-south distance of about 50 miles and a maximum east-west distance of about 70 miles. The area includes over 70 individual municipalities.

Population

The present population of the region is slightly over 2,000,000 persons. On the basis of Provincial population projections, it is estimated that this population will increase to about 3,500,000 persons by 1981.

Assessment

An indication of the intense activity in the region can be noted from the total assessment per capita. It is about 50 per cent higher in this region than the average per capita value for the remainder of Ontario.

Motor Vehicle Registration

According to Provincial Government estimates, there are approximately 750,000 motor vehicles in the area, representing 2.8 persons per vehicle. By 1981, the number of motor vehicles in the region is expected to have increased to about 1,400,000 which indicates an ownership ratio of about 2.5 persons per vehicle.

The combination of increased population and vehicle ownership will result in about a 100 per cent increase in the total vehicle travel on the roads and streets in the region by 1981. If vehicle trip lengths increase during that time, total mileage travel would increase proportionately also.

III TRANSPORTATION PLANS IN REGION

The various transportation agencies operating in this region have recorded plans for future facilities representing extensive capital expenditures. The following brief resume provides an indication of the scale of these undertakings.

Roads

The major expenditures of the Department of Highways Ontario in the region will be on controlled-access freeways. Some 120 miles of existing freeways, including Highway number 400, 401, 27 and the Queen Elizabeth Way, are to be widened. Some new freeways are to be built, the major ones being Highway number 403 connecting Toronto and Hamilton, and Highway number 404 running between Toronto and Lake Simcoe. The total new freeway mileage in the area will be about 100 miles. This new construction and widening program alone is expected to cost over \$200 million during the next 20 years; almost half of this amount to be spent in the first five years.

Metropolitan Toronto has projected an extensive network of expressways. Roads planned for the next 20 years include The Richview, Scarboro, Crosstown and Spadina Expressways, while the Gardiner Expressway and Don Valley Parkway will be completed during this period. It is anticipated that this part of the Metro roads program will cost about \$400 million.

In addition over the next 20 years \$150 million is projected for improvement of Metro roads, \$150 million for other arterial roads within the Metropolitan Toronto area, and \$100 million on urban arterial roads outside the Metropolitan Toronto area.

Transit

In the proposed Official Plan for Metropolitan Toronto in addition to the existing six and a half miles of rapid transit, 30 miles of new rapid transit lines will be needed. Of these, eight miles are under construction and six miles have been approved for construction. Of the remaining 16 miles, some links may be built as an intermediate type of rapid transit service. Precise cost estimates are not available, but it is expected that total costs will amount to between \$400 and \$500 million.

Railways

Both the Canadian Pacific and Canadian National Railways are constructing freight classification or hump terminals in the region to facilitate the shunting and handling of freight cars;

Railways (cont'd)

along with necessary additional improvements to existing facilities. The total value of such undertakings is expected to amount to about \$100 million.

Other Facilities

In addition to the above major undertakings, there is no doubt that additions to existing transportation terminals and routes will be likely. This includes other roads and streets, harbor facilities, airports, pipelines, parking facilities, and motor transport terminals.

IV OBJECTIVES OF STUDY

In accordance with its assignment to determine an overall transportation policy for Metropolitan Toronto and surrounding municipalities, the Technical Advisory Committee recommends that three major topics require special attention.

1. To devise a co-ordinated network for transporting persons and goods throughout the region by the most effective means available. That is, to suggest requirements on a regional, all-systems basis by reviewing the plans of the Department of Highways, Metropolitan Toronto, the Canadian National and Canadian Pacific Railways, and other authorities in the region.
2. To define a comprehensive transportation policy. That is, to recommend Provincial and local action on those means of meeting transportation needs which serve the greatest overall community advantage.
3. To recommend a fiscal policy for transportation services. That is, to propose an equitable means of sharing transportation costs and distributing public and user revenues throughout the transportation agencies of the region.

These have been identified as the major objectives justifying a regional transportation study which would provide the basis for dealing with similar problems throughout Ontario. At the same time, when working towards these objectives two further goals can be accomplished.

1. To investigate goods transportation and terminal location with particular reference to truck movements in the region.
2. To disseminate information and stimulate public interest and discussion on transportation conditions.

In the following sections, the above objectives are discussed at greater length and the factors and circumstances related to their significance are considered.

Improved Co-ordination

In recent years dispersion throughout the region has resulted in a widespread system of inter-related movements of persons and goods. Within the 241 square miles of Metropolitan Toronto the major part of the transportation system is controlled by that authority. In the remaining portions of the 3000 square mile region under study a number of agencies administer the different transportation systems. Changing conditions in the outlying areas has resulted in some conflict and duplication in the relative spheres of operation of these various transportation authorities. Although the existing agencies deal effectively with transportation operations within their authority, some means of reviewing and co-ordinating the transportation plans for primary routes in the region is required.

To devise an integrated transportation plan for this region it will be necessary to consolidate the available predictions of future economic growth, population, and the resulting movements of persons and goods; and to evaluate the adequacy of transportation plans and programs to serve future growth patterns.

The investigation should also be directed toward recognized deficiencies of co-ordination, and the findings should have application for the transportation programs of the near future. Therefore, the following matters of concern will receive early attention.

- i) An evaluation of the role of the railways in the region in serving commuter movements by means of available trackage and right-of-way at the time of completion of the assembly yards in 1964 (C.P.R.) and 1965 (C.N.R.).
- ii) An appraisal of the forthcoming Metropolitan Toronto transportation plan with particular attention to the status and financing of the expressway and rapid transit systems.
- iii) An evaluation of the major transportation proposals under (i) and (ii) as well as those of the Department of Highways, on the basis of balanced service to corridor movements, regional planning needs, and the determination of relative project priorities.
- iv) An investigation of the movement of trucks in the region with the goal of establishing optimum terminal location to minimize congestion and trip lengths.

- v) Consolidation of the data bases and techniques of transportation surveys underway in the region.

It is hoped that examination of these subjects will enable the co-ordinating of transportation programs in this region. In turn, any resulting changed relationships will require administrative and fiscal means of implementation. These important non-technical matters of administration and finance will merit extensive investigation throughout the study.

Transportation Policy

The next major objectives of the study should be to establish principles and guide lines for a broad transportation policy serving the community most effectively and economically. If necessary, alternative courses of action involving different forms and systems of transportation should be examined and compared.

The need to review transportation policy results to some degree from the emphasis on a single form of transportation - the motor vehicle, particularly in the outlying parts of metropolitan areas. Current opinion expresses concern about the effects of such unbalanced emphasis - suggesting excessive road programs and restricted transit service. To some extent the programs of Metropolitan Toronto have eliminated these conditions within its limits. However, where such problems occur in other parts of the region they should be investigated to determine necessary governmental action. In addition, the long-range implications of present trends should be studied over periods of say, 50 years from the standpoint of economic relationships. Other more populated metropolitan regions will provide examples of desirable or undesirable courses of development.

A study of transportation policy of this nature will have an important bearing on related matters of provincial concern, such as regional aspects of community planning, transportation subsidies, municipal grants, and sources of revenue. It is hoped that a valuable exchange of information can be carried out between the regional transportation study and other groups studying related problems such as taxation and metropolitan government. In addition, it is likely that the recommendations of the study will provide a reference for dealing with transportation problems in metropolitan centres throughout Ontario.

Fiscal Policy

Any co-ordinated transportation plan and comprehensive policy requires the administrative and financial means of implementation. Certain obvious anomalies exist requiring the attention of the study. These involve the following three areas of cost-sharing and revenue-distribution problems associated with transportation agencies.

A primary problem involves public transit financing. Concern exists over the status of transit companies under conditions of declining patronage and increasing expenditures. The relative obligations of the different levels of government in maintaining transit systems as essential municipal services must be investigated.

Another difficulty associated with road and street agencies involves the conflicting roles of higher governments as revenue collectors and the increasing budgets and expenditures of local governments.

A third question concerns the financing arrangements of any rail-commuting system that might appear feasible. If such a system is justified, then an arrangement of sharing costs between the parties involved will be needed.

These fiscal matters will need to be investigated in the later stages of the study when basic data collection and analysis have been completed. Nevertheless, the financial problems of transportation administration in this and similar regions will remain an important element of this study.

Additional Results of Study

In carrying out the necessary investigations in achieving the major objectives of co-ordination, policy, and financing, the study can accomplish other desirable goals such as the study of the movement of goods in the region, and the dissemination of public information.

New methods and patterns of transporting goods of all kinds in the region have resulted in widespread impacts particularly on traffic loads on transportation facilities. It is agreed that a study of changing patterns of goods movement and terminal installations, with particular reference to the effect on trucks volumes would provide valuable information to the transportation agencies of the region.

In recent years there has been widespread concern over the impact of major changes in regions of this type and much confusion and misinformation has existed about the role of transportation systems under these conditions. The regional transportation study can serve a valuable function as a centre for factual information and discussion on transportation conditions and trends, thus providing the basis for public acceptance of any new policies that might result.

The Department of Transport Ontario

The Toronto Transit Commission

The Canadian National and Canadian Pacific Railways

Various other organizations will be involved. Much of the required basic data including traffic and land use information is available from these sources. This eliminates much of the cost of the data collection phase of this work which has made up such a large amount of the expenditures of the studies elsewhere (over 40 per cent in various studies).

The next step needed is a careful review of the necessary operational procedures and the suitability of available data which will permit an estimate of the time and expenditures needed.

V STUDY COMPONENTS

The foregoing has outlined the purpose and goals of a study of transportation in this region. In achieving these objectives the study will examine and discuss appropriate subject matter and data. This will include the necessary components of technical analysis and plans, economic relationships, governmental aspects, and legislation, fiscal and administrative systems. Methods followed in other metropolitan regional transportation studies can be investigated and applied where relevant.

To carry out this assignment, the project has been scheduled into two major phases or components; a study of co-ordinated transportation planning, and a study of transportation policy. A further phase is included, dealing with the subject of public information. These different components can be carried out simultaneously, but it is expected that they will likely require differing periods of time to complete.

The following outline represents a preliminary estimate of the steps and work assignments necessary to carry out these major study components. Further study will undoubtedly reveal additional subdivisions and stages required.

PHASE A

CO-ORDINATED TRANSPORTATION PLANNING

Section 1 - Review of Transportation Plans of Agencies for Regional Application

- a) Economic base and population
- b) Peak hour and week-end movements
- c) Transportation network integration, future proposals and programming
- d) Effect of new transportation techniques

Section 2 - Study of Rail Commuter System

- a) Investigation and feasibility
 - Physical inventory
 - Potential use and economic feasibility
 - Relation and impact with other transportation networks

- b) Methods for Implementation of commuter system
(In event of a positive result of step (a))
- Functional plans of facilities and rolling stock
 - Demonstration projects (if feasible)
 - Administrative arrangements
 - Fiscal arrangements

Section 3 - Survey of Goods Movement

- a) System analysis and projection
- b) Terminal installations
- c) Effect on truck movements

Section 4 - Integration of Survey Methods

- a) Data inventory base (zone or grid)
- b) Regional data bank
- c) Base Maps

PHASE B

TRANSPORTATION POLICY

Section 1 - Alternative Transportation Systems

- a) Selection of alternatives by route and mode
- b) Computer simulation of systems
- c) Comparison of alternatives - advantages and disadvantages

Section 2 - Fiscal and Administrative Arrangements

- a) Parking
- b) Roads and streets
- c) Public transit
- d) Commuter service
- e) Legislative implications

PHASE C

PUBLIC INFORMATION

Section 1 - Bulletins and Progress Reports

Section 2 - Public Committees and Meetings

VI STUDY OPERATION POLICY

As referred to earlier, competent research into transportation needs is presently being carried out by agencies in this region. In particular, Metropolitan Toronto is producing a transportation plan for the planning area of 720 square miles, while the Department of Highways is undertaking comprehensive highway planning studies, covering other portions of the region. There is no intention to replace or duplicate work of this kind. Accordingly, this project is planned as a study of fixed duration with the objective of providing necessary co-ordination to the plans of the agencies; and to introduce a more comprehensive outlook to regional transportation. For these reasons, the study differs from many of the regional transportation studies carried out previously in other areas. In most cases these studies did not have the foundation of transportation planning that exists in this region, but consisted usually of a complete survey of transportation needs from the initial data gathering to the planning of routes and networks.

With these conditions in mind, the organizing of a research unit will be carried out in accordance with the following basic rules.

1. The study staff will consist of a compact group of well qualified persons who will co-ordinate the work of other agencies and direct consulting firms, and prepare reports and recommendations. This staff will be employed on an interim basis and will not be acquired from local transportation agencies. It is expected that expert assistance from the various agencies will be available from time to time.
2. The study staff will, as much as possible, assemble data from other sources rather than produce it.
3. The study staff will, where it is advantageous to do so, hire technical service rather than employ it. That is, it will be possible to use the services of the many competent consulting firms active in this field for preliminary work where necessary rather than to hire staff for this purpose.
4. The study staff will to as great a degree as possible utilize the basic data and analysis of the agencies active in the field. Some of the major contributors would include:

The Department of Highways Ontario
The Metropolitan Toronto Planning Board
The Department of Municipal Affairs

The Department of Transport Ontario
The Toronto Transit Commission
The Canadian National and Canadian Pacific Railways

Various other organizations will be involved. Much of the required basic data including traffic and land use information is available from these sources. This eliminates much of the cost of the data collection phase of this work which has made up such a large amount of the expenditures of the studies elsewhere (over 40 per cent in various studies).

The next step needed is a careful review of the necessary operational procedures and the suitability of available data which will permit an estimate of the time and expenditures needed.

APPENDIX A

EXECUTIVE COMMITTEE

- | | |
|---------------|--|
| Chairman | - The Honourable C.S. MacNaughton,
Minister of Highways. |
| Vice-Chairman | - The Honourable W.I. Haskett,
Minister of Transport. |
| Members | - The Honourable J.W. Spooner,
Minister of Municipal Affairs. |
| | - Mr. W.R. Allen, Q.C., Chairman,
Municipality of Metropolitan Toronto. |

TECHNICAL ADVISORY AND CO-ORDINATING COMMITTEE

- | | |
|---------------|--|
| Chairman | - Mr. R.D. Cowley, Traffic Engineer,
Ontario Department of Transport. |
| Vice-Chairman | - Mr. W.Q. Macnee, Traffic and Planning
Studies Engineer, Ontario Department
of Highways. |
| Members | - Mr. A.L.S. Nash, Assistant Deputy
Minister, (Community Planning),
Department of Municipal Affairs. |
| | - Mr. E. Comay, Commissioner of Planning
and Secretary Treasurer, Metropolitan
Toronto Planning Board. |
| | - Mr. G.O. Grant, Commissioner,
Metropolitan Toronto Roads Department. |
| | - Mr. W.E.P. Duncan, Transit Consultant. |
| | - Mr. E. Wynne, Vice-President,
Canadian National Railways. |
| | - Mr. G.W. Miller, Assistant General Manager,
(Eastern Region), Canadian Pacific Railways. |

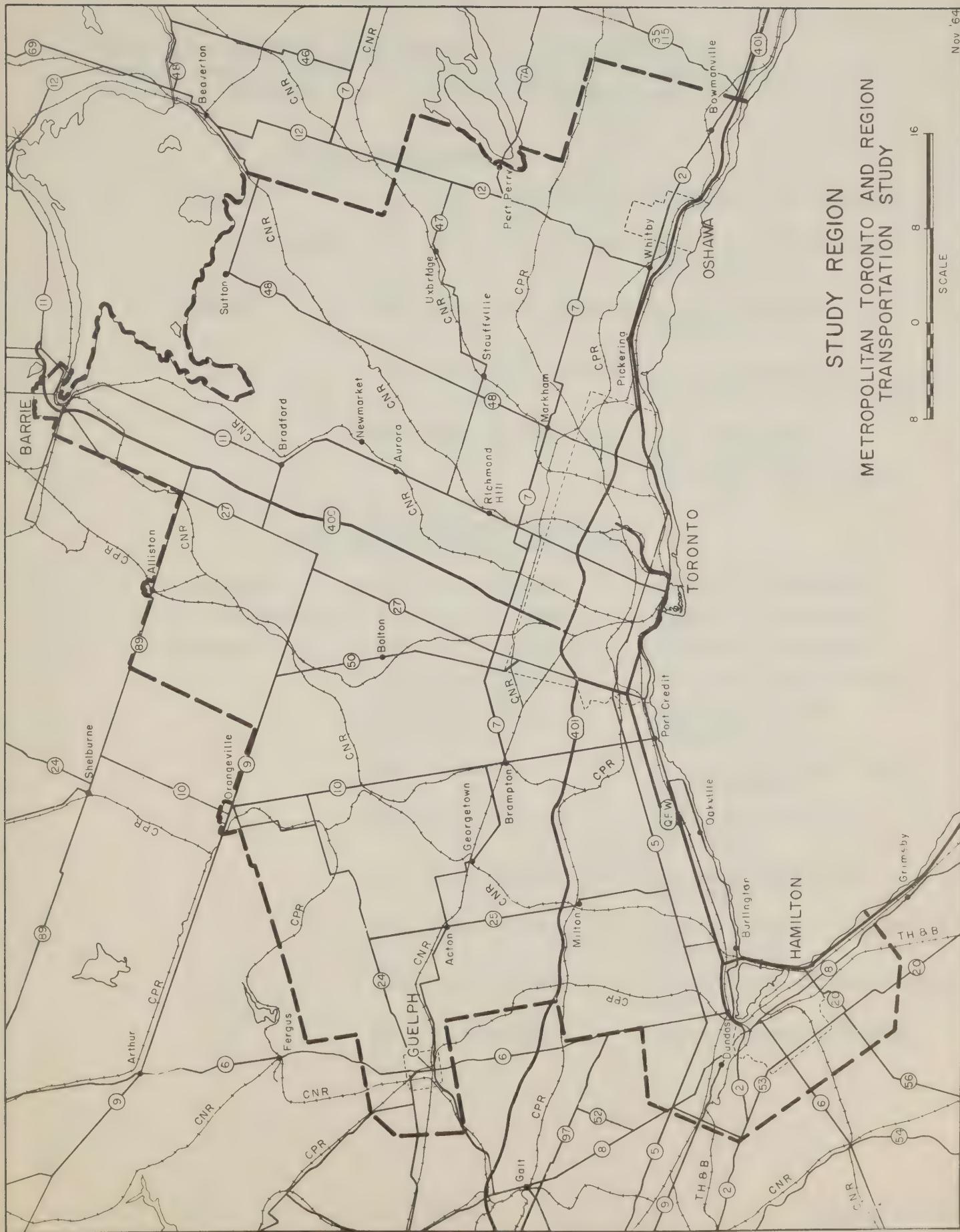
STUDY STAFF

Study Director - Mr. P.E. Wade

Study staff will be attached to the Ontario Department of Transport.
Address all inquiries to the Study Director, Box 227,
Parliament Buildings, Toronto 2, Ontario.

STUDY REGION
METROPOLITAN TORONTO AND REGION
TRANSPORTATION STUDY

SCALE
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Nov '64



APPENDIX C

Since the original preparation of this Prospectus, changes have occurred in the personal of the Executive and Technical Advisory and Coordinating Committees.

1966 EXECUTIVE

Chairman	- The Hon. I. Haskett	Minister of Transport
Vice-Chairman	- The Hon. J.W. Spooner	Minister of Municipal Affairs
Members	- The Hon. C.S. MacNaughton	Minister of Highways
	- The Hon. S.J. Randall	Minister of Economics & Development
	- Mr. W.R. Allen, Q.C.,	Chairman, Municipality of Metropolitan Toronto

1966 Technical, Advisory
and Coordinating Committee

Chairman	- Mr. R.D. Cowley	Dept. of Transport
Vice Chairman	- Mr. W.Q. Macnee	Dept. of Highways
Members	- Mr. W.E.P. Duncan	Transit Consultant
	- Mr. G.O. Grant	Metropolitan Toronto
	- Mr. J.G. Inglis	Toronto Transit Commission
	- Mr. J. Mason	Dept. Economics and Development
	- Mr. N.B. Roberts	Canadian Pacific Railways
	- Mr. J.H. Spicer	Canadian National Railways
	- Mr. K.A. Sharpe	Ontario Water Resources Commission
	- Mr. D.F. Taylor	Department of Municipal Affairs
	- Mr. W. Wronski	Metropolitan Toronto

Appendix C

METROPOLITAN TORONTO AND REGION TRANSPORTATION STUDY

Staff Organization Chart

